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PUBLIC ASSISTANCE--TO WHAT END.
SOUTHERN REGIONAL COUNCIL, ATLANTA, GA.

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THIS REPORT PRESENTS THE FINDINGS OF A STUDY OF THE 100
POOREST COUNTIES IN THE UNITED STATES--97 IN 11 SOUTHERN
STATES, TWO IN ALASKA, AND ONE IN OKLAHOMA. DATA WERE
OBTAINED PRIMARILY ON THE MAJOR PROGRAMS OF OLD AGE
ASSISTANCE, AID TO THE BLIND, AID TO FAMILIES WITH DEPENDENT
CHILDREN, AID TO THE PERMANENTLY AND TOTALLY DISABLED,
MEDICAL ASSISTANCE TO THE AGED, AND GENERAL RELIEF. THE
INVESTIGATION LED TO THE CONCLUSIONS THAT THE NEED IN THESE
COUNTIES IS EXTREME BUT THAT PUBLIC ASSISTANCE IS TOTALLY
INADEQUATE TO RELIEVE IT. IN ADDITION, PUBLIC ASSISTANCE
STANDARDS OF LIVING ARE INADEQUATE. ALSO, WELFARE POLICIES
ARE CONSTRUCTED TO RESTRICT THE NUMBER OF RECIPIENTS RATHER
THAN TO PROVIDE AID TO THE NEEDY. THE SUPPORTING EVIDENCE FOR
THESE CONCLUSIONS IS PRESENTED IN TABLES AND DISCUSSIONS OF
PUBLIC ASSISTANCE IN EACH OF THE SOUTHERN STATES. THIS
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**SPECIAL
REPORT**

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SOUTHERN REGIONAL COUNCIL

5 Forsyth Street, N.W., Atlanta 3, Georgia



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Public Assistance:
To What End?

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PUBLIC ASSISTANCE - TO WHAT END?

Introduction

Much criticism of public welfare stems from the need for a basic change, a redefinition -- a restructuring of the premises upon which the present basic welfare programs were built. This report originated from the belief that such a restructuring is necessary and holds the basic hypotheses that, first, the poorest and most needy persons of the United States are not receiving and would not receive, even with the fair administration of welfare regulations, aid commensurate with their need and, second, the relatively and absolutely small amount of expenditures for public assistance is due not to the lack of need but rather to harsh welfare qualifications and a lack of sincere concern for the needy.

In order to test these hypotheses, the 100 poorest counties¹ of the United States were chosen for investigation. These were felt to be areas in which public assistance would be most needed and in which both the faults and the assets of assistance would be most pronounced. Ninety-seven of the 100 counties were in the southern states²: one in both

¹ The median family income of the counties is used as a measure of poverty in selecting these counties, since it seemed to indicate better the central characteristic of the population than did other possible measures.

² The three non-southern counties were: Wade Hampton, Alaska; Bethel, Alaska; and Adair, Oklahoma, with respective rankings from poorest to least poor of 12, 46, and 89.

Louisiana and Virginia; three in North Carolina; four in South Carolina; six in Texas; eight in both Arkansas and Alabama; nine in Georgia; 11 in Tennessee; 22 in Kentucky; and 24 in Mississippi. The welfare programs decided upon for use were primarily Old Age Assistance; Aid to the Blind; Aid to Families with Dependent Children; and Aid to the Permanently and Totally Disabled; and secondarily Medical Assistance to the Aged, and General Relief. Individual states' variations of these programs, such as Aid to the Aged for Old Age Assistance, Aid to Dependent Children for Aid to Families with Dependent Children, and General Assistance for General Relief, differ mainly in detail from those named as basic and are therefore included here in the basic programs. Since these programs form the major part of public assistance efforts and are fairly widespread, they obviously should cover most cases of need. Most basic data was drawn from the U. S. Census of Population: 1960. There are no substantial reasons for questioning the relative validity of the figures obtained, though the concrete numbers used have undoubtedly changed. Information concerning the amount and distribution of public assistance was drawn from individual states' annual welfare reports and from regional offices of the Department of Health, Education, and Welfare (HEW). Information concerning welfare regulations was drawn primarily from the latest (1964) edition of Public Assistance Report number 50, "Characteristics of State Public Assistance Plans Under the Social Security Act."

The investigation led to four major conclusions:

1. Need in the 100 poorest counties of the United States is extreme.
2. Public Assistance in the 100 poorest counties is totally inadequate to relieve existing need.
3. Not only is the total amount of public assistance expended inadequate for need, but the public assistance standards of living are also inadequate.
4. The qualifications necessary for the receipt of welfare work to restrict the number of recipients rather than to reach those in need.

Let us examine these conclusions one by one.

THE NEED IS EXTREME

Need in the 100 poorest counties of the United States is extreme. -- The median family incomes per year among the 100³ counties ranged from a low of \$1,260 in Tunica County, Mississippi (\$1,740 below the generally accepted poverty level of \$3,000⁴ and \$4,400 below the U. S. median family income), to a high of \$1,956 in Atkinson County, Georgia (\$1,044 below poverty level and \$3,704 below the U. S. median family income). The percentage of unemployment of the civilian labor force in these counties ranged from 1.8 per cent in Robertson, Kentucky, to 21.3 per cent in Magoffin, Kentucky, with an overall median percentage of 4.9 per cent. Median unemployment for the entire nation was 5.1 per cent.⁵

(The U. S. Department of Commerce defines persons as employed if they are "either (a) 'at work' -- those who did any work for pay or profit, or worked without pay for 15 hours or more on a family farm or in a family business; or (b) were 'with a job but not at work' -- those who did not

³ While this report actually deals with only 97 of the 100 poorest counties, none of those omitted from comparison fall at the extreme rankings of either the poorest or the least poor. Because of the position of these counties, generalizations made concerning the 100 poorest were not felt to be prejudiced.

⁴ This \$3,000 level of income seems still to be the basic and generally accepted definition of poverty though it is being constantly limited and expanded, and qualified and broadened.

⁵ Hereafter, all statistics concerning median family income will be noted merely as family income. Statistics identified as medians will generally refer to overall medians.

work and were not looking for work but had a job or business from which they were temporarily absent because of bad weather, industrial dispute, vacation, illness, or other personal reasons" [emphasis added].⁶ By this definition, all sharecroppers, tenant farmers, many kinds of piece laborers, and unskilled workers in various services as well as industrial or other workers who have been on strike for several months or years, regardless of the amount of income earned or the constancy of the work done, may be counted as employed. While unemployment statistics are given in this report, it can be seen by the comparison of the median unemployment percentages of the 100 poorest counties and the United States that underemployment and not unemployment is the real problem.)

LOUISIANA AND VIRGINIA

Louisiana had one parish (county) among the 100 poorest; Tensas Parish ranked 32nd from the poorest in the nation in family income, \$1,683. Seventy and nine-tenths per cent (1,836) of its families had an income of less than \$3,000 per year, and unemployment stood at 4.9 per cent of the civilian labor force. Thirty-nine and one-tenths per cent (4,612 persons) of Tensas' population lived on farms.⁷ Virginia also had one county in the poorest 100,

⁶ U. S. Census of the Population: 1960 Final Report, PC (1)-1C, p. xxviii.

⁷ The U. S. Department of Commerce defines rural farm residents as "rural residents living on farms" -- "places of 10 or more acres from which sales of farm products amounted to \$50 or more in 1959 or on places of less than 10 acres from which sales of farm products amounted to \$250 or more in 1959." (U. S. Census of the Population: 1960 Final Report, PC (1)-1C, p. vii.)

Lee. Here the family income was \$1,856 and unemployment was 10.0 per cent (634 persons). Sixty-nine and one-tenths per cent of Lee's families had an income of less than \$3,000; 35.0 per cent lived on rural farms.

NORTH CAROLINA

North Carolina had three of the 100 poorest counties: Greene, Clay, and Tyrell, ranking 9, 90, and 92, respectively, with respective incomes of \$1,451, \$1,921, and \$1,927. Unemployment rates were 5.0 per cent (237 persons), 9.8 per cent (154 persons), and 7.1 per cent (103 persons), respectively. The percentage of rural farm population varied from 31.9 per cent in Tyrell County to 61.9 per cent in Greene. Clay had 41.2 per cent. The families with incomes below \$3,000 per year varied greatly in absolute numbers while staying fairly constant relatively, Greene having 2,444 families or 70.3 per cent, Clay having 971 families or 70.9 per cent, and Tyrell having 752 families, or 71.8 per cent.

SOUTH CAROLINA

South Carolina had four counties among the poorest: Williamsburg, ranking 24; Lee ranking 31; Calhoun ranking 49; and Clarendon, 98. Respective family incomes were \$1,631; \$1,680; \$1,766, and \$1,945. Unemployment ranged from 2.3 per cent (145 persons) to 7.5 per cent (701 persons).

The percentage of rural farm families ranged from 42.1 per cent (5,160) to 52.8 per cent (11,527). In these counties, the percentage of the families with an annual income of less than \$3,000 had a median of 68.3 per cent; the range was 1.9 per cent.

TEXAS

Texas had six of the 100 poorest counties. These counties with these respective rankings were: Starr, 34; San Jacinto, 44; Zappata, 48; Kenedy, 63; Houston, 80; and Leon, 99. Family income ranged from \$1,700 in Starr to \$1,946 in Leon with a median of \$1,803. The percentages of families with incomes below \$3,000 had a low range of 5.9 per cent with a median of 67.6 per cent. The percentage of rural farm residents ranged from 5.0 per cent to 53.2 per cent with a median of 22.2 per cent. The greatest number of rural farm residents (3,836) were found in Houston County, where they comprised 19.8 per cent of the population.

ALABAMA

Eight Alabama Counties ranked in the nation's 100 poorest. They were: Lowndes, Greene, Wilcox, Bullock, Sumter, Perry, Hale, and Crenshaw, ranking 5, 6, 18, 19, 20, 29, 35, and 87, respectively, in descending order of poverty. The median family income of these families was \$1,561. The median unemployment percentage was 4.6; the rural farm population, 36.3 per cent. Of these counties' families, a

median of 71.0 per cent had an annual income of less than \$3,000.

ARKANSAS

Eight counties in Arkansas were among the poorest: Newton, Lee, Stone, Fulton, Sharp, Woodruff, Lincoln, and Madison, ranking 28, 39, 45, 76, 81, 82, 85, and 93, respectively. The family incomes in these counties ranged from \$1,666 in Newton County to \$1,928 in Madison. The median family income was \$1,894. Per cent unemployment ranged from 2.1 per cent to 6.1 per cent with a median of 4.2 per cent. Rural farm families composed 31.9 per cent of the families in Lincoln County to 55.9 per cent in Lee, with a median at 43.7 per cent. The per cent of families below a \$3,000 income had a rather narrow range of 13.5 and a median of 69.6 per cent. The total number of families below this \$3,000 standard was 13,953.

GEORGIA

The state of Georgia had nine of the 100 poorest counties. These, with their respective rankings, were: Webster, 23; Baker, 27; Early, 36; Taliaferro, 56; Burke, 67; Union, 75; Calhoun, 86; Dooly, 97; and Atkinson, 100. These counties had a better-than-average median family income of \$1,855 per annum but a still high unemployment median of 4.8 per cent. The median rural farm population was 34.5 per cent and the percentage of families making less than \$3,000

per annum was 68.5 per cent.

TENNESSEE

Eleven of the poorest 100 counties of the United States were in Tennessee. These counties with their respective rankings were: Fayette, 3; Hancock, 8; Jackson, 33; Clay, 37; Haywood, 52; Johnson, 54; Lauderdale, 64; Claiborne, 73; Hardeman, 84; Lake, 88; and Fentress, 96. The median family incomes ranged from \$1,363 in Fayette County to \$1,942 in Fentress with a median of \$1,784. The median percentage of unemployment was 3.8. Unemployment percentages ranged from 2.5 to 8.4. The percentage of families living in rural farm locations had a wide range of 52.2 per cent with a median of 54.8 per cent. In these poorer counties, the percentage of families with incomes of less than \$3,000 had a range of only 12.1 per cent and a median of 69.2 per cent.

KENTUCKY

Kentucky had 22 counties included in the 100 poorest. Family incomes ranged from \$1,324 in Owsley County to \$1,939 in Adair County. The overall median was \$1,818. Unemployment ranged from 1.8 per cent in Robertson County to 21.3 per cent in Magoffin County with a median of 6.5 per cent. Kentucky contained both unemployment percentage extremes for the poorest counties. The percentage of families living on rural farms ranged from 8.9 per cent in McCreary to 70.8 per cent in Metcalf with a median of 52.1 per cent. The range of percentage of families with an income of less than

\$3,000 was narrow, 17.7 per cent, with a median of 72.1 per cent.

MISSISSIPPI

The state of Mississippi had the largest number of poorest counties -- 24. The median income of these counties was \$1,760. One was under \$1,300 per year, five were under \$1,500, and 17 under \$1,800. Unemployment ranged from 2.7 per cent in Kemper County to 8.5 per cent in Bolivar. The median unemployment percentage was 4.9. The percentage of persons living and working on farms, rural farm residents, had a surprising range for an agricultural area of from 20.8 per cent in Claiborne County to 64.8 per cent in Benton. The percentage of families with an income of less than \$3,000 had a small range of 13.5 per cent with a very high median of 69.9 per cent. The highest percentage was 77.8 per cent (2,700 families) found in Tunica, Mississippi.

PUBLIC ASSISTANCE IS INADEQUATE

Public assistance in the 100 poorest counties is totally inadequate to relieve existing need. --Whether or not assistance is adequate for the existent need depends largely upon the definitions of the terms "adequate" and "need." In the context of this report, each of these terms has two possible meanings. "Need" may refer to a family's having an annual income of less than \$3,000, or it may refer to a family's having less than a particular state's definition of need. (That which is adequate may be that which fulfills the need or that which fulfills a majority of the need.) When the poorest counties are spoken of, the choice of definitions is of little importance. These 100 counties have a median of 70.4 per cent of their families with income of less than \$3,000. Of the standards which each state sets for its welfare programs, levels of income below which the individual or family is considered needy, only North Carolina was able to pay 100 per cent in all of its programs.

A LOOK AT THE STATES' EFFORTS

Louisiana made the fourth greatest effort in the nation in public assistance according to 1965 HEW figures. (See Figure 1.) Even with this effort, however, in January, 1965, the state was able to provide only \$82 of the \$123 standard it set for the aged woman on Old Age Assistance, 66.7 per

cent of the standard. For a typical family on Aid to Families with Dependent Children, a woman, a boy aged 14, a girl aged 9, and a girl aged 4, who were living in rented quarters, the state could pay only \$108.00 of a \$164.75 standard which it set, 65.6 per cent of the standard.⁸

For the fiscal year of 1965, Virginia made the smallest effort of any state of the nation for public assistance. (See Figure 1.) Although figures for the actual number of welfare recipients are not available, the Virginia welfare program is able to provide 100 per cent of what it defines as a minimum standard of living in its Old Age Assistance, Aid to the Permanently and Totally Disabled, and General Relief programs. It provided 90 per cent or 100 per cent, depending upon the funds of the local agencies, of what it considered a minimum standard for its Aid to Families with Dependent Children program. For the two-member assistance group, two related persons who are both eligible for assistance, basic needs are set at \$74 for APTD and OAA. For a four-member assistance group under AFDC, a mother and three children ages 15, 11, and 5, basic needs are \$108 at 90 per cent of need and \$120 at 100 per cent of need. A

⁸ Although the states of HEW Region IV, South Carolina, Georgia, Florida, Alabama, Mississippi, and Tennessee, have now discontinued the practice of allowing differential amounts of aid for AFDC recipients depending upon whether the children are under 2 years of age, between 2 and 7, between 8 and 13, or between 13 and 18, Louisiana continues the practice. Whether or not this practice is continued in Texas, Arkansas, Kentucky, Virginia, and North Carolina was not determined.

maximum of \$75 is allowed for shelter and utilities. Basic needs for two blind adults are set at \$93, with the additional \$75 for shelter and utilities. These are standards, amounts allowed those qualifying as completely needy. Virginia's actual state average for Old Age Assistance recipients last year was \$73.39. For Aid to Families with Dependent Children recipients, it was \$111.94 per family. For General Relief recipients, it was \$53.95.

Adequate assistance is not available in the three poorest counties of North Carolina. The state is able to pay the full standard of living it sets in the various programs, but these standards are very low. A family of four receiving Aid to Families with Dependent Children is entitled to \$84 for basic needs, and a maximum of \$60 for shelter and utilities. A single aged or disabled adult is allowed \$34 for basic needs; an aged or disabled couple is allowed \$57; a blind couple is allowed \$81. The amount allowed for shelter and utilities in each of these cases is \$60. The median amount spent per case per month in the North Carolina Old Age Assistance program for these three counties was \$47.19. In the AFDC program, it was \$84.07.⁹

South Carolina sets a standard for an elderly adult living alone under the Old Age Assistance program at \$77.55 per month. Of this standard, funds permit the payment of a

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In North Carolina the Aid to the Blind program is headed by an agency separate from Public Welfare. The state average payment per recipient per month last year was \$27.97 in the AB program.

maximum of \$75 per recipient. For an elderly couple, the standard is \$102.80. A maximum exists of \$150. Here the \$77.55 and the \$102.80 are for basic needs. The additional money of the maximum is allowed for nursing care, custodial care, and housekeeping services when these are required. For blind adults and couples, assistance is available at about the same rate as it is for the aged. For the mother and three children in the Aid to Families with Dependent Children program, South Carolina sets a standard of \$155.80. Of this it is able to pay \$77. The maximum amount payable for any case, regardless of the number of children or the need of the family, is \$99.00.

According to January, 1965, HEW figures on Texas welfare, Texas set a standard of living - that level of income below which the individual was felt to be in need - of \$82 for an average Old Age Assistance case, an elderly woman keeping house alone in rented quarters. The state was able to provide 100 per cent of this amount. Of a standard of living of \$153.95 for the average case on Aid to Families with Dependent Children, a woman and three children, ages 14, 9, and 4, respectively, the state was able to provide \$98, in effect, 63.7 per cent. The median amount per case per month of the actual expenditures in the OAA program for the past year in the poorest counties was \$59.77. For the AFDC program, it was \$87.85.

The latest HEW figures from Region IV indicate that the

Alabama standard of living for a single adult living alone under the Old Age Assistance program is \$124.85. Of this standard, Alabama pays a maximum of \$82. For an elderly couple, the state sets the standard of \$199.30. Of this standard, it is able to pay a maximum of \$164. For a typical case on Aid to Families with Dependent Children, consisting of a mother and three children, the state sets a standard of \$177.00. For this family, the state can pay a maximum of \$81. The maximum for a family of any size and need is \$127. In percentages, Alabama is able to provide 66 per cent of what is declared minimal for the aged individual. For the aged couple, it is able to provide 82 per cent, and for the dependent family, less than 46 per cent of the need.¹⁰ In actual expenditures, the median expenditure per case per month for the OAA program of Alabama in the poorer counties was \$65.93. For the AFDC program, the median expenditure was \$51.84.

According to the Arkansas Department of Public Welfare Manual, updated December 15, 1966, each eligible person for Aid to the Aged, Blind, and Disabled, AABD, can get a maximum of \$81 per person for food, clothing, personal supplies, and medical supplies. Each eligible case for Aid to Families with Dependent Children can receive a maximum of \$45 per adult

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While figures for Aid to the Blind and Aid to the Permanently and Totally Disabled were not available, payments for the programs generally run the same as Old Age Assistance payments or a few dollars, \$3 to \$8, higher each month.

per case and \$25 per child per case. The maximum payment for Aid to the Aged, Blind, and Disabled and Aid to Families with Dependent Children recipients' basic and other needs is \$174.

HEW figures indicate that as of January, 1965, Arkansas was able to pay 88 per cent of the Old Age Assistance standard which it set and only 57.3 per cent of the standard which it set for Aid to Families with Dependent Children. A median expenditure for OAA per case per month of \$66.93 was made in the poorer counties of Arkansas during the past year.

For the state of Georgia, the standard for the single elderly adult living alone is \$87.25. Of this amount, the state is able to pay \$80, 92 per cent of the standard. For an elderly couple, living alone, the state standard is \$141.30. Of this amount the state has a maximum of \$100, 71.0 per cent of the standard. Aid to the Blind and Aid to the Permanently and Totally Disabled standards and payable amounts, which were unavailable, run about the same as Old Age Assistance. The Georgia Aid to Families with Dependent Children standard for a woman with three children is \$197.60. Of this amount, the state is able to pay a maximum of \$125.00, 63 per cent of the standard. The state is able to pay an overall AFDC maximum of \$154.00. This amount is for any number of children. Georgia's actual payments in the OAA program per case per month for the past year had an average of \$60.69.

The Aid to Families with Dependent Children program averaged \$89.66.

For the single aged adult living alone under Tennessee's Old Age Assistance program, a standard of \$92 is set. Tennessee is able to pay 98 per cent of its standard, \$90, which is the highest absolute amount actually paid in Region IV. For the OAA case of an elderly couple living alone with both eligible, a standard is set by the state of \$129. The state maximum payment for this case is \$180. For a family of four, the standard is set at \$198. Of this, the state of Tennessee is able to pay \$120. A maximum, regardless of family size and need, is set at \$150. In both the specific cases given and in the overall maximum, Tennessee provides more welfare than does Alabama, Mississippi, or South Carolina. In the past year, the median average amount actually paid in the poor counties per case per month to OAA recipients was \$61.01. For Aid to Families with Dependent Children recipients, the median average was \$98.40.

According to the latest HEW data, Kentucky sets a standard of \$79 for an elderly woman living alone in rented rural quarters and \$94 for the same recipient when living in urban quarters under Aid to the Aged, Blind and Disabled. For a woman living alone with three children ages 15, 11, and 5, respectively, in rented rural quarters, Aid to Families with Dependent Children sets a standard of \$173. The same case in urban quarters has a standard of \$189. Of these standards,

the AFDC program is able to provide \$150 and \$162, respectively.

For the single adult living alone, Mississippi sets the standard of living at \$101.32. Of this standard, the state is able to provide \$50. This is approximately 49 per cent. The situation for the elderly couple is a little better. Mississippi sets the standard at \$151.35. Of this, it is able to provide a maximum of \$100 or 66 per cent of the standard. For the mother and three children in the Mississippi Aid to Families with Dependent Children program, the state sets the standard of living at \$194.09, and of this standard, it is able to pay a maximum of \$50 -- 26 per cent of the standard. The state maximum for any family on AFDC is \$90.

THE TWIN FAILURE: LITTLE HELP, LOW STANDARDS

Not only is the total amount of public assistance expended inadequate for need, but the public assistance standards of living are also inadequate. -- The standards for an aged adult living alone in rented urban quarters range from South Carolina's \$77.55 to Alabama's \$124.85. Texas sets a standard of \$82.00; Arkansas, \$83.00; Georgia, \$87.25; Tennessee, \$92.00; North Carolina, \$94.00; Kentucky, \$94.00; Mississippi, \$101.32; Virginia, \$115.00; and Louisiana, \$123.00. This amounts to a range of annual income for the single aged adult of from \$930 to \$1,476.

According to the latest available figures, for the elderly couple living alone in rented quarters with both eligible, the range is from that of South Carolina, \$102, to that of Alabama, \$199.30. North Carolina sets a standard of \$117; Tennessee, \$129; Kentucky, \$134; Texas, \$138; Georgia, \$141; Arkansas, \$144; Virginia, \$149; Mississippi, \$151.35; and Louisiana, \$191. These standards amount to a range of annual income of from \$1,224 to \$2,391.60.

Data on the specific states' standards for Aid to the Blind and Aid to the Permanently and Totally Disabled recipients was unavailable. These standards are usually, however, only \$5 to \$10 higher than the standards of the Old Age Assistance recipients.

For the Aid to Families with Dependent Children case of a woman with three children, one between the ages of 2 and 6, one between the ages of 7 and 12, and one between the ages of

13 and 18, standards of living range from that of Arkansas at \$124 to that of Tennessee at \$198. North Carolina sets a standard of \$144; Texas, \$153.95; South Carolina, \$155.80; Louisiana, \$164.75; Alabama, \$177; Kentucky, \$189; Mississippi, \$194.09; Virginia, \$195; and Georgia, \$197.60. These standards amount to a range of annual income from \$1,488 to \$2,376.

State welfare standards of living are the states' judgments as to what constitutes poverty. These are standards up to which each state attempts to bring all of its residents. Insofar as the standards are levels to which all persons will hopefully rise, they are ideals. Of great significance is that no state seen here has established \$3,000 as the level of poverty - the level set by the federal government - and many have established it much lower.

EIGHT WAYS TO EXCLUDE THE NEEDY AND KEEP WELFARE ROLLS LEAN

The qualifications necessary for the receipt of welfare work to restrict the number of recipients rather than to reach those in need. --An examination of various qualifications necessary for the receipt of welfare by category by states shows this structured self-restriction:

a. Age limitations - While generally set up to prevent the overlapping of welfare programs, the age limitations placed upon recipients in some of the states deny aid to the needy. All of the states investigated require a minimum age of 65 years to qualify for Old Age Assistance. Recipients of Aid to the Permanently and Totally Disabled in most states must be over 18 and under 65. Kentucky, which places all of its adult programs in one category, Aid to the Aged, Blind and Disabled, has no upper limit. It must be assumed that at the age of 65, Kentucky recipients are reclassified with no change to their benefits. The state of Tennessee changes the upper limit from 65 to 66, i.e., recipients are eligible through their 65th year. Six of the states investigated (Kentucky, Louisiana, North Carolina, South Carolina, Tennessee, and Virginia) make no provision for the age of Aid to the Blind recipients. Three states, Alabama, Arkansas, and Georgia, limit recipients to those who are 16 or over. Mississippi makes no provisions for age but requires that recipients under the age of 18 be attending either a school for the blind or a public school if the child is capable of attendance. Texas limits its Aid to the Blind recipients to 21 years of age or older. The 16

and 18 year age limitation seems at first to be of little importance since these might be thought to qualify for Aid to Families with Dependent Children. The blind do not, however, qualify for AFDC. Children under the ages of 16 and 18 must be cared for entirely by their parents and/or family. The states apparently feel that a blind child is no more trouble to care for than is a perfectly normal one. Children are assumed only to become problems when they turn 17 or 19. Texas' limitation of Aid to the Blind recipients to 21 years of age or over is one of the most stringent of all of the welfare qualifications.

Six states, Alabama, Arkansas, Kentucky, North Carolina, South Carolina, and Tennessee, limit Aid to Families with Dependent Children recipients to under the age of 18. Three states, Louisiana, Mississippi, and Virginia, limit recipients to under 16 years or if in school under 18 years. Georgia and Texas limit their recipients to those under 16 years of age. It would seem from the example of Louisiana, Mississippi, and Virginia that the 18 year requirement is set to correspond with graduation from high school. After this time presumably the child is prepared for independence from parental supervision. If this age limit is made to correspond with the completion of high school, Georgia and Texas effectively discourage individuals from completing high school.

b. Citizenship limitations - Of the 11 states' 44 programs investigated, five programs require a welfare recipient to be a citizen of the United States. South Carolina requires its Old Age Assistance recipients to be citizens. Texas requires citizenship of its Old Age Assistance, Aid to the Blind, Aid to Families with Dependent Children, and Aid

to the Permanently and Totally Disabled recipients. The southern areas of Texas use vast numbers of seasonal agricultural laborers. Many of these laborers are Mexican-Americans. Without the welfare citizenship requirement, Texas apparently assumes that needy laborers, the majority of them, would flood the assistance rolls. Texas overlooks the fact that only a small number of these workers would have to receive assistance if adequately paid for their labor.

c. Residency limitations - Residency requirements effect, in all likelihood, the most severe restriction of the needy from aid. Only five of the 44 programs have no residency requirements. South Carolina makes no provision for residency for Aid to the Permanently and Totally Disabled recipients. Kentucky requires merely that welfare recipients in the Aid to the Aged, Blind and Disabled and Aid to Families with Dependent Children programs be living in the state at the time of application. Six states, Alabama, Mississippi, North Carolina, South Carolina, Virginia, and Tennessee, require that the recipient have spent continuously one year immediately preceding application in the state. This is commonly known as the one-year durational residency requirement. Georgia requires durational residency of one year. This year may, however, have been spent up to one year before the application was made. Old Age Assistance recipients in Arkansas must meet the one year durational residency requirement as well as the requirement of having lived for

three of the last five or five of the last nine years preceding application in the state. Texas and Louisiana allow the recipient no choice. For Old Age Assistance, the recipient must have lived the duration of the year immediately preceding application in the state as well as a total of five of the last nine years immediately preceding the application.

Residency requirements for the Aid to the Blind programs are a little less stringent. Kentucky and Mississippi merely require the recipient to be in the state at the time of application. Alabama, North Carolina, Virginia, and Tennessee have the one-year durational requirement. South Carolina requires the one-year durational residency or the recipient must have been made blind while in the state and must have been in the state when the bill concerning residency was passed. Arkansas' requirement concerning AB residency is similar to its Old Age Assistance requirement, i.e., the recipient must have spent in the state either three of the last five years, or five of the last nine years, as well as continuously the year immediately preceding application. The AB recipient may also meet the requirement if he lost his sight while in the state. Louisiana also has the stipulation that an individual who lost his eyesight while in the state may be considered as meeting the residency requirement. Otherwise, the Louisiana recipient has to have spent five of the last nine years in the state as well as having continuously spent the year immediately preceding application in the state.

Texas makes no stipulation about having lost eyesight in the state. In order to receive Aid to the Blind in Texas, the recipient must have lived for five of the last nine years in the state as well as continuously the year preceding application. None of the residency requirements reveal more clearly attempts to exclude the needy than in the residency requirements for AB.

Texas, Arkansas, and Louisiana almost say that they will take care of their own or those who happen to become blind in the state, but that any other needy blind are not welcome and will not receive aid. South Carolina's Aid to the Blind residency requirement borders on the absurd. The AB recipient must have met the one-year durational requirement or he must have lost his sight while in the state and have been in the state at the time the bill was passed. Apparently South Carolina feels that individuals would go to the extreme of putting out their eyes in order to receive AB, which in South Carolina is approximately \$75 per month.

Residency requirements for the Aid to the Permanently and Totally Disabled program do little to weaken the feeling that the needy are unwelcome. While South Carolina has no residency provision for the disabled, Kentucky requires that the applicant only be in the state at the time of application. Five states, Alabama, Mississippi, North Carolina, Tennessee, and Virginia, have the one-year durational requirement immediately preceding application. Georgia has the one-year

durational residency not necessarily immediately preceding application. Arkansas has its three of the last five or five of the last nine years requirement as well as the one-year durational requirement.

Most states' Aid to Families with Dependent Children programs require that either the child or the parent of the dependent child meet the one-year durational residency. Many allow this requirement to be fulfilled by a near relative with whom the child is living if the parent is not living with the child. Alabama and Louisiana allow payments to mothers of unborn children if the mother meets the one-year durational residency requirement. Two other states, Georgia and Kentucky, make no durational residency requirement upon AFDC applicants. AFDC residency requirements are fairly uniform.

d. Definitional limitations - Limitation of the number of qualified applicants for welfare is extremely varied, ranging from tight to extremely stringent. Limitation by definition does not occur in Old Age Assistance, since all persons 65 and over are eligible. More than minimal limitation does not occur in Aid to the Blind. Most states define blindness as having visual acuity of no better than 20/200 in the better eye with correcting glasses. A field defect in which the widest diameter of visual field subtends at an angular distance no greater than 20 degrees may also meet the definition of blindness in a few states.

The limitation of recipients of Aid to the Permanently

and Totally Disabled by definitions is in several states extreme. Mississippi's limitation is not so much in definition as in the proof of the disability. HEW Public Assistance Report #50 says that Mississippi defines a disability as, "Physical or mental impairment, or a combination of impairments, which is expected to continue and which subsequently prevents the recipient from engaging in useful work that is within his competency and that exists in community in which he lives. Permanent and total disability must both exist and must be determined by substantiated medical findings together with complete and specific social information on the patient." (Emphasis added).¹¹ Mississippi is the only state investigated which requires "complete and specific social information" on a patient with a physical disability. Texas does not require the social information but sets the definition of the actual disability so tightly that only those who should have the type of care found only in a nursing home can qualify. Report #50 shows Texas' definition of a permanent and total disability as being a "physical or mental impairment, disease, or loss which is irreversible or progressive and not amenable to ordinary treatment; renders the person completely invalid so that he is helpless or is bedfast, chairfast, or requires considerable

¹¹ "Characteristics of State Public Assistance Plans Under the Social Security Act," Public Assistance Report No. 50, U. S. Department of Health, Education, and Welfare, Washington, D. C., 1964 edition, p. 58.

help in locomotion from others; and impairment renders him unfeasible for vocational rehabilitation."¹² Limitation by definition in Aid to Families with Dependent Children is also varied. One of the areas of limitation is in determining when a child is deprived of parental support. Most states merely require continued absence from the home. Apparently this is not for any specified number of days. In Louisiana, however, the parent must be away for at least 90 days before the child can be considered as non-supported. In Mississippi, "absence due to desertion or non-support must have existed for six months unless under specified conditions affecting the absent parent."¹³ In these states, the family must manage to survive for three or six months before the departments will consider their need.

Individual states' definitions of non-support are varied. Many states say that not only must the father have deserted the family, but that there must be no individual who can act as a substitute for the father, particularly in regard to support. This stipulation, known as the "man-in-the-house ruling," is often extended locally to cover almost any male acquaintance of the mother. Alabama, Mississippi, South Carolina, Tennessee, Texas, and Virginia all require that the child be living in a suitable home. That which is

¹²

Ibid., p. 98.

¹³

Ibid., p. 58.

suitable is that which meets state standards of care and health. This requirement seems, unfortunately, to also be characteristic of the South's concept of public welfare. It sets up a state standard of what constitutes suitable health and care and ignores the fact that it is precisely those who are most extremely deprived whose home will be the most likely not to measure up to the standard. Theoretically, then, such regulations could produce a situation in which a child or family with some financial ability is eligible for aid, but make ineligible for aid a family who is totally destitute.

e. Need limitations - No state allows the highest possible amount exempt from personal income as allowed in the Social Security Act by Amendments of 1965. Many allow little more than that which is mandatory. The Social Security Act allows states to disregard as much as \$5 of any income and of the first \$80 additional earned income no more than \$20, plus one-half of the remainder, in determining need for Old Age Assistance recipients. Of the states investigated, Alabama, Mississippi, North Carolina, South Carolina, Tennessee, and Texas disregard no income for OAA recipients. Virginia disregards a flat \$10 per month of earned income. Arkansas, Georgia, Kentucky, and Louisiana disregard, of the first \$50 of earned income, the first \$10 plus one-half of the remainder. (Public Assistance Report #50 is dated 1964. Since this time, state allowances may have been changed.) Of the

total amount which the states may disregard for Aid to the Blind recipients in all of the states investigated, only that amount which was mandatory is disregarded, i.e., the first \$85 of earned income plus one-half of the earned income in excess of the first \$85. Income which may be disregarded is that which the individual may need for a plan for achieving self support approved by the state agency. In the Aid to the Permanently and Totally Disabled programs, states may disregard no more than \$20 of the first \$80 of earned income and up to one-half of the remainder of the first \$80 earned income. States may also disregard income during the time in which the individual is undergoing vocational rehabilitation. Alabama, Arkansas, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee, and Virginia allow no disregard of income. Texas states that, "consideration must be given to income from legally responsible relatives who are financially able to support."¹⁴ No state actually disregards any income of the APTD recipients. The Social Security Act also allows the state to disregard up to \$50 of earned income for each child under 18 years of age in Aid to Families with Dependent Children up to \$150 per household and no more than \$5 of any other income. Only North Carolina and South Carolina allow any income to be disregarded in AFDC.

f. Property and income limitations - Property and

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Ibid., p. 98.

income limitations on recipients vary greatly throughout the states investigated. The items limited and the strictness of limitations vary. Generally, however, recipients of all programs in all states are limited severely as to the amount of property they are allowed to have in order to qualify for assistance. Louisiana limits Old Age Assistance and Aid to the Blind recipients to a total value of property of \$1,500 for an individual and \$2,500 for a couple. Aid to the Permanently and Totally Disabled and Aid to Families with Dependent Children recipients' property value, excluding that used as a home, is limited to \$400 if the recipient has no dependents, \$600 if he has one dependent, and \$800 if he has two or more dependents. Virginia's limitations in this area are restrictive. HEW Report #50 states the following as being Virginia's regulations concerning this limitation. "There are no statutory limits on the value of real property owned and occupied as home. Other real property, if non-productive, must be liquidated if possible. Sale value of income-producing personal property, if non-productive, is considered a resource. Cash assets may not exceed \$300 for each assistance unit, including cash surrender value on insurance with face value in excess of \$1,000. Recipients may own household equipment and furniture, but the ownership of non-essential automobile disqualifies. The recipient cannot have signed or transferred property within five years immediately preceding application in order to qualify."¹⁵

¹⁵ Ibid., p. 106.

(Emphasis added.) This same requirement is held for applicants of Aid to the Blind. The provision concerning transfer or assignment of property prior to application is excluded in APTD and AFDC.

Discouragement from applying is clearly seen in Old Age Assistance, for income-producing but non-productive property includes tools and machinery acquired by the skilled worker or artisan who is unable temporarily to use them. The provision concerning the assignment or transferral of property aimed directly at eliminating those persons with significant financial resources can also easily eliminate persons who have owned property which they were unable to use but which disqualified them for assistance.

North Carolina includes in its limitations "savings, cash value of insurance, bonds, and other cash reserves, or real property not used as a home."¹⁶ All of this is limited to \$500. Included are machinery and buildings which the individual or family might own, such as a sewing machine, wheelbarrow, shed, or washing machine. Poverty must be extensive to be even considered for aid in this Old Age Assistance program. In the Aid to the Blind program, the home and income-producing property may be kept. All other real property that is not income-producing, however, must be liquidated within a year or "proved to be unsaleable."¹⁷

¹⁶ Ibid., p. 76.

¹⁷ Ibid., p. 76.

The \$500 limit for the individual is still applicable though real property other than the home is not included in the figuring of the reserves.

South Carolina's property limitations are also rather strict. Old Age Assistance, Aid to the Blind, and Aid to the Permanently and Totally Disabled recipients may own a home. "Other real property is considered in determining eligibility in each individual case. Personal property is limited to \$500 for an individual plus \$300 for the spouse. If neither has savings, the other may retain savings up to \$800 for use by both as a burial fund, which may not be used for current living expenses. Each dependent group may retain insurance with face value of \$1,000 regardless of loan or surrender value. If insurance is more than \$1,000 face value, loan or surrender value may not exceed \$750. A combination of insurance loan value and cash savings may not exceed the amount allowed for savings. Applicants may not have transferred property in order to qualify." Aid to Families with Dependent Children recipients have the same property limitations except that the applicant is limited to a total savings for dependent group of \$800 which may not be used for living expenses.

Texas' Old Age Assistance recipients may own a homestead, defined as both a home and a small amount of land, and have less than \$1,500 (for a couple, \$2,500) of non-income producing property. No individual may have transferred

property to become eligible for welfare. These requirements also apply to Aid to the Blind recipients. Aid to the Permanently and Totally Disabled and Aid to Families with Dependent Children recipients are limited to 50 acres in their homestead; the homestead must also provide shelter.

The tone of Alabama welfare is evident in its Old Age Assistance program property limitations. A single recipient or couple is limited to a home value of \$2,500 or less, and may retain a reserve of other property, real or personal, worth up to \$1,000. The recipient or recipients may not in the past year have disposed of a homestead valued at more than \$2,500 in order to become eligible for welfare. If the applicant is found to have disposed of a homestead within this time and is denied welfare because of this, he is ineligible for consideration for welfare for one year from the date of refusal of welfare unless "destitute and a community problem."¹⁸ (Emphasis added.) Similar limitations are placed upon Aid to the Blind recipients although they have home property disregarded and may have other real property valued at up to \$5,000 and other reserves up to \$1,200. Alabama's Aid to Families with Dependent Children property limitations are the same as the OAA ones.

Arkansas' major limitation placed upon property is that the home property is "limited to a market value of from

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Ibid., p. 8.

\$4,500 to \$6,500 depending upon location."¹⁹ When the price per acre of land and the price of even the most simple houses, particularly in urban areas, are taken into consideration, this requirement is not as lenient as it may seem. Georgia recipients of Old Age Assistance, Aid to the Blind, and Aid to the Permanently and Totally Disabled have the value of home property disregarded. Other real and personal property is limited to \$800. An automobile of a value over \$1,000 disqualifies the applicant. If the applicant has transferred property within the past two years, he is considered ineligible for the period of time which the property income would have taken care of his need. Aid to Families with Dependent Children recipients have the same limitations except that property transferral limitation is lifted. Tennessee's property limitations are similar to those discussed although recipients are allowed a home property of a value of \$5,000, if the property is unencumbered, and \$7,000 if the property is encumbered. The owner's equity may not exceed \$5,000. Kentucky disregards home property value and limits other income to \$500 and a burial fund of not more than \$1,000 or a cash surrender of a life insurance policy of not more than \$1,000. Mississippi limits property to a home valued at \$2,500 if owned by an individual, or \$5,000 if owned by a group, less encumbrances. Other real property and personal property is limited to \$500 for the

19Ibid., p. 14.

individual and \$800 for a person with dependents. Essentially, the same limitations exist for AFDC recipients.

g. Other limitations - Other restrictions which are placed on the recipients of welfare are generally few but are among the most onerous of those existing in welfare. Alabama, Arkansas, Georgia, Mississippi, Tennessee, and Texas all have some requirement which forces parents or relatives responsible for a child or children to accept "suitable work" if the work is available. "Work" in the various states differs. No state, however, draws distinct lines between what is and is not suitable. Mississippi states that the parent must accept employment if physically able and work is available, under certain specified conditions. While these conditions usually pertain to the care of children while the parent is at work, the work which the parent must accept is not specified. Here a tremendous amount of ambiguity exists and in the past has been a point of much discriminatory treatment. What white welfare workers regard as "suitable" work for Negroes may well be regarded as unsuitable for whites, for example, chopping cotton twelve hours a day at the accepted pay rate of \$3.00 a day. Work which the parent is able to do may be more expensive in terms of energy and time than it can be possibly worth to his family. The expense is often not taken into account.

One curious limitation which is placed on North Carolina Aid to the Blind recipients is that the applicant may not be

soliciting alms at the time of his application for aid.

If he is, he is declared ineligible.

Restriction of the number of welfare recipients does not come entirely from welfare regulations. Some states have laws which are less easy to uncover, but often more effective restrictions. Mississippi, for example, now requires the fine or imprisonment of up to 90 days of the parent of a second illegitimate child. Subsequent conviction carries a fine of up to \$500 and imprisonment of up to six months. A similar Louisiana law sets the fine at up to \$1,000, and imprisonment at up to one year. (Miss. Code Ann., Title II, §2018.6; La. Code Ann. 14:81, §79.2.) The relation here to welfare, of course, is indirect, but nonetheless real. A mother seeking aid for her dependent child must state the father's name. Where the child is illegitimate, she is making herself liable for imprisonment by telling the truth, as required by law.

h. Recoveries, liens, and assignment limitations - The recovery of aid, while existing in only four of the states investigated, in three of these states is so set up as to discourage any needy person from applying for welfare. Tennessee states that "payments made to an abandoned or deserted wife or dependent child shall be recoverable against the husband or parent as a debt due the state."²⁰ While a provision such as this is defensible on the grounds that a

family is the responsibility of parents, the much more extensive provisions of North Carolina, South Carolina, and Virginia are not. North Carolina makes a provision for the recovery after death of all assistance given through Old Age Assistance. HEW Report #50 states that "receipt of assistance after October 1, 1951, creates a general lien on real property owned by recipient and a claim against him and his estate. May not be satisfied while property is occupied as homesite by recipient, surviving spouse, minor dependent child, or dependent adult child, if such person is incapable of self-support because of total mental or physical disability. Recoveries are mandatory."²¹ (Emphasis added.) South Carolina also makes a provision for the recovery of OAA. Recovery is, however, not mandatory. Report #50 states that the "total amount of assistance paid subsequent to July 1, 1956, (is) allowed as unsecured claim against estate on death of recipient. No recovery is made on real property used by dependent relatives nor when gross market value of estate is less than \$500."²² Virginia, while making no provisions for the recovery of aid given through Aid to Families with Dependent Children, makes strong provisions for Old Age Assistance and Aid to the Permanently and Totally Disabled. Report #50 states that "total assistance paid

21

Ibid., p. 77

22

Ibid., p. 93.

constitutes claim against estate upon death of recipient prior to all other claims except prior liens, funeral expenses not in excess of \$200 and hospital bills, doctors' bills, and medical expenses not in excess of \$150. Not enforced against real estate occupied by the surviving spouse, if remains unmarried, or dependent child. Provision for requiring deed of trust or for filing notice or receipt of assistance creating lien against real property of recipient but no deed of trust or lien enforced while recipient is eligible for assistance unless the real property is disposed of."²³ Provisions for aid given through Aid to the Blind are the same except that no deed of trust is required.

²³ Ibid., p. 107.

CONCLUSION

Public assistance is lacking in areas in which it is most desperately needed. It is lacking, in large part,²⁴because it is so structured as to be self-restricting, to expend exactly enough to soothe the consciences of those with comfortable standards of living and no more.

This self-restricting nature of public welfare is not due to discriminatory administration which is widespread in many states. Discriminatory administration only redoubles the faults of an already impotent structure. What produced such a structure is a concept of welfare at once sentimental and condescending. The poor must be taken care of, that concept says, but they must never be allowed to forget that they are poor and that they exist entirely on public sufferance. Exponents of welfare reform argue that a comprehensive program must include, in addition to adequate monetary payments, a rethinking of approach to the problems of people who make up our welfare rolls. In any such rethinking the place of the aged, for example, in a modern technical society would have to be examined and evaluated and, in all likelihood, the modern technical society would have to loosen its

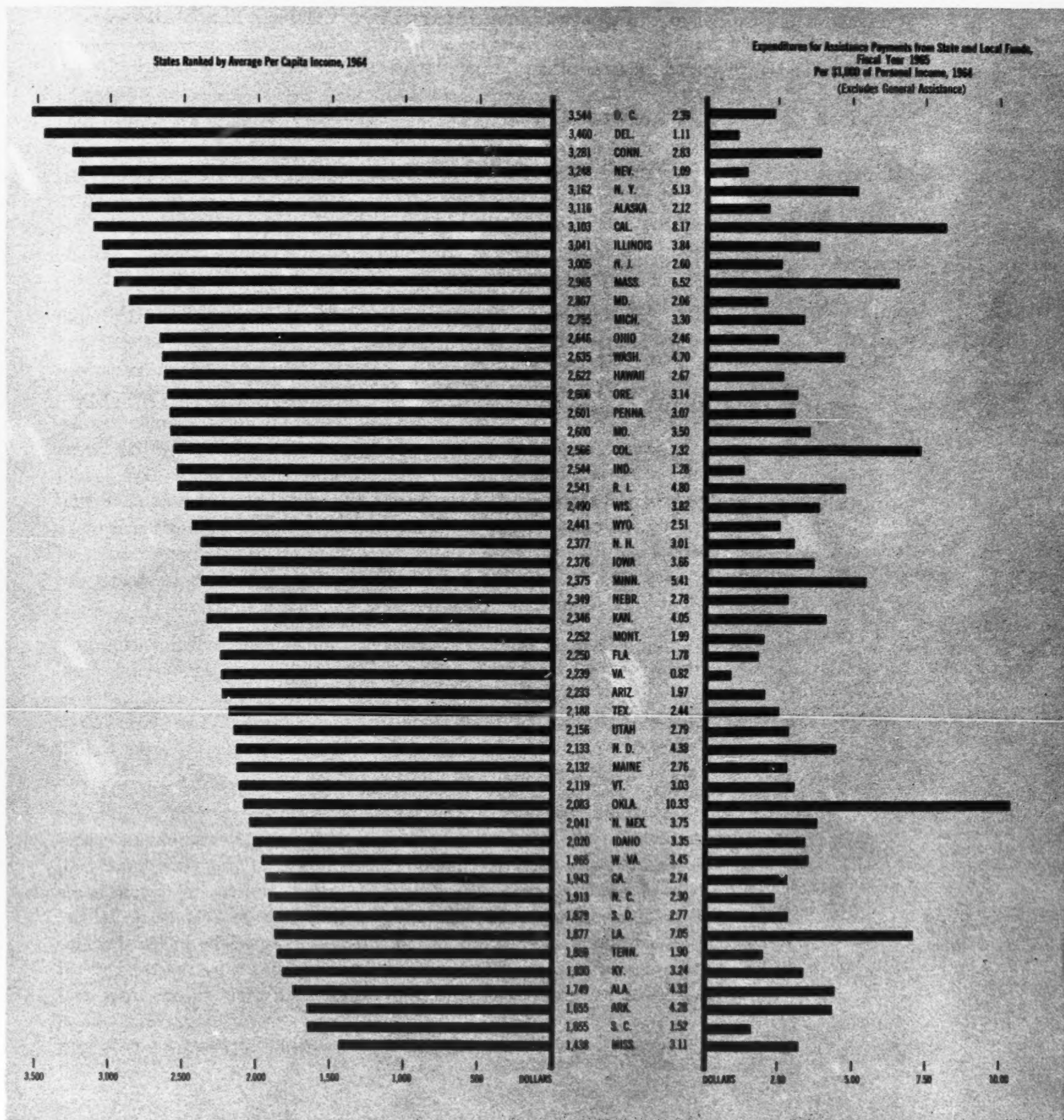
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While it is true that some states are unable to provide the funds necessary for the public assistance standards which they set, this lack is by no means the cause of inadequate welfare payments, since the majority of the states' welfare aid is of federal origin. (See Table 3.)

joints a little to accommodate humanity. The blind and the disabled would have many more and much more comprehensive training and rehabilitation centers, and society would have to strike its prejudices and admit that the blind and disabled are often less blind and more able than the physically normal person. Desertion and illegitimacy would have to be recognized as facts of life and adequate provisions made for the care of the dependent.

Most important, men would have to realize, emotionally as well as intellectually, that no individual is ever or can be completely responsible for his social situation.

STATE FISCAL ABILITY AND FISCAL EFFORT FOR PUBLIC WELFARE



Source: U.S. Department of Health, Education, and Welfare; Welfare Administration. Bureau of Family Services.

Figure 1

TABLE 1

GENERAL CHARACTERISTICS OF THE 100 POOREST COUNTIES

State and County	Rank	Median Family Income	Population	Rural Farm Per Cent (Absolute No.)	Civilian Labor Force	Unemployed Per Cent (Absolute No.)	Below \$3,000 Per Cent (Absolute No.)
<u>Alabama</u>							
Lowndes	5	\$1,387	15,417	38.6 (5,951)	4,593	5.1 (234)	72.1 (2,122)
Greene	6	1,404	13,600	38.3 (5,209)	4,239	4.9 (206)	74.0 (2,077)
Wilcox	18	1,550	18,739	37.3 (6,990)	5,412	4.7 (253)	74.1 (2,746)
Bullock	19	1,557	13,462	32.7 (4,402)	4,067	4.4 (179)	69.4 (1,966)
Sumter	20	1,564	20,041	38.1 (7,636)	5,898	3.3 (192)	72.3 (3,044)
Perry	29	1,675	17,358	31.4 (5,450)	5,513	6.8 (375)	69.2 (2,490)
Hale	35	1,703	19,537	35.3 (6,897)	5,823	3.5 (201)	69.9 (2,855)
Crenshaw	87	1,914	14,909	32.3 (4,816)	4,926	4.5 (223)	69.5 (2,564)
<u>Arkansas</u>							
Newton	28	1,666	5,963	43.8 (2,612)	1,475	2.2 (33)	76.7 (1,155)
Lee	39	1,710	21,001	55.9 (11,740)	6,116	4.9 (297)	71.8 (3,216)
Stone	45	1,740	6,294	39.9 (2,511)	1,807	4.9 (89)	78.0 (1,332)
Fulton	76	1,886	6,657	43.5 (2,896)	2,074	4.0 (82)	70.2 (1,282)
Sharp	81	1,902	6,319	45.5 (2,875)	1,922	2.1 (41)	67.7 (1,186)
Woodruff	82	1,902	13,954	38.2 (5,330)	3,900	4.3 (169)	66.6 (2,210)
Lincoln	85	1,911	14,447	31.9 (4,609)	3,529	6.1 (215)	64.5 (1,883)
Madison	93	1,928	9,068	49.2 (4,461)	3,495	3.1 (110)	68.8 (1,689)
<u>Georgia</u>							
Webster	23	1,612	3,247	54.0 (1,753)	955	2.1 (20)	71.2 (494)
Baker	27	1,660	4,543	46.3 (2,103)	1,258	2.6 (33)	74.1 (728)
Early	36	1,703	13,151	34.5 (4,537)	4,454	6.7 (299)	70.4 (2,119)
Taliaferro	56	1,795	3,370	31.5 (1,062)	925	6.9 (64)	68.5 (511)
Burke	67	1,855	20,596	32.3 (6,653)	6,531	4.8 (311)	67.4 (2,908)
Union	75	1,885	6,510	37.6 (2,448)	1,964	3.6 (71)	67.1 (1,093)
Calhoun	86	1,913	7,341	22.8 (1,674)	2,476	5.5 (137)	68.7 (1,107)
Dooly	97	1,942	11,474	53.7 (6,162)	3,779	4.7 (179)	65.1 (1,701)
Atkinson	100	1,956	6,188	25.3 (1,566)	1,679	6.6 (111)	67.5 (908)

TABLE 1 - Continued.

State and County	Rank	Median Family Income	Population	Rural Farm Per Cent (Absolute No.)	Civilian Labor Force	Unemployed Per Cent (Absolute No.)	Below \$3,000 Per Cent (Absolute No.)
Kentucky							
Owsley	2	\$1,324	5,369	61.5 (3,301)	1,104	4.6 (51)	80.5 (1,000)
Breathitt	7	1,432	15,490	30.9 (4,786)	2,760	10.3 (284)	76.0 (2,473)
Wolfe	11	1,455	6,534	53.4 (3,489)	1,400	3.6 (50)	80.8 (1,153)
Magoffin	15	1,504	11,156	40.7 (4,540)	2,112	21.3 (450)	75.9 (1,870)
Jackson	26	1,651	10,677	50.8 (5,424)	2,366	6.6 (156)	75.7 (1,893)
Russell	38	1,704	11,076	53.4 (5,915)	3,168	5.9 (188)	70.7 (2,031)
Clinton	40	1,714	8,886	50.7 (4,505)	2,649	5.3 (141)	72.6 (1,602)
Knox	41	1,722	25,258	14.9 (3,763)	5,329	9.4 (501)	70.5 (4,054)
Wayne	42	1,729	14,700	42.0 (6,174)	4,030	6.3 (255)	73.4 (2,594)
Menifee	43	1,733	4,276	59.6 (2,548)	1,193	7.6 (91)	76.6 (804)
Casey	58	1,802	14,327	69.2 (9,914)	4,024	4.7 (189)	71.4 (2,455)
Clay	59	1,833	20,748	28.9 (5,996)	4,319	12.1 (521)	73.0 (3,150)
McCreary	61	1,835	12,463	8.9 (1,109)	2,254	12.7 (287)	71.5 (1,907)
Leslie	62	1,838	10,941	12.8 (1,400)	1,800	7.8 (140)	73.0 (1,575)
Lee	65	1,847	7,420	25.8 (1,914)	1,603	7.8 (125)	65.9 (1,163)
Monroe	69	1,856	11,799	56.7 (6,690)	4,162	5.1 (213)	70.4 (2,132)
Knott	74	1,876	17,362	12.4 (2,152)	3,008	11.4 (343)	70.6 (2,544)
Rockcastle	78	1,898	12,334	40.4 (4,982)	3,326	9.1 (304)	67.7 (2,021)
Cumberland	79	1,898	7,835	55.5 (4,348)	2,795	4.9 (138)	69.0 (1,420)
Metcalfe	91	1,922	8,367	70.8 (5,923)	2,945	3.4 (100)	68.3 (1,545)
Robertson	94	1,930	2,443	70.5 (1,722)	741	1.8 (13)	63.1 (420)
Adair	95	1,939	14,699	56.2 (8,261)	4,582	3.1 (141)	65.0 (2,448)
Louisiana							
Tensas	32	1,683	11,796	39.1 (4,612)	3,057	4.9 (149)	70.9 (1,836)
Mississippi							
Tunica	1	1,260	16,826	63.6 (10,701)	5,254	4.9 (258)	77.8 (2,700)
Jefferson	4	1,370	10,142	28.0 (2,840)	2,942	7.9 (233)	74.0 (1,586)
Holmes	10	1,453	27,096	37.2 (10,080)	7,947	6.1 (485)	72.0 (4,229)
Issaquena	13	1,479	3,576	49.4 (1,767)	960	4.2 (40)	77.2 (580)
Carroll	14	1,484	11,177	58.6 (6,550)	3,488	5.8 (201)	75.2 (1,799)

TABLE 1 - Continued.

State and County	Rank	Median Family Income	Population	Rural Farm Per Cent (Absolute No.)	Civilian Labor Force	Unemployed Per Cent (Absolute No.)	Below \$3,000 Per Cent (Absolute No.)
<u>Mississippi (cont'd.)</u>							
Kemper	16	\$1,515	12,277	59.4 (7,293)	3,672	2.7 (100)	73.6 (1,971)
Quitman	17	1,517	21,019	47.0 (9,879)	5,942	6.1 (362)	72.3 (3,120)
Humphreys	21	1,580	19,093	24.8 (4,735)	5,592	5.9 (331)	71.5 (2,798)
T'hachie	22	1,588	24,081	39.8 (9,584)	7,906	4.6 (367)	74.4 (3,826)
Claiborne	25	1,647	10,845	20.8 (2,256)	3,159	6.1 (192)	70.4 (1,593)
Noxubee	30	1,676	16,826	56.7 (9,540)	5,043	5.1 (255)	70.5 (2,488)
Tate	47	1,752	18,138	58.6 (10,629)	5,644	3.6 (201)	68.0 (2,606)
Bolivar	50	1,768	54,464	46.7 (25,435)	16,509	8.5 (1,402)	68.8 (7,762)
Jeff. Dav.	51	1,772	13,540	49.0 (6,635)	3,773	4.1 (156)	67.1 (2,040)
Marshall	53	1,784	24,503	51.8 (12,693)	6,769	3.5 (234)	67.0 (3,182)
Sunflower	55	1,790	45,750	30.2 (13,817)	13,235	5.0 (660)	68.1 (6,210)
Panola	57	1,799	28,791	54.7 (15,749)	8,957	3.9 (350)	68.0 (4,362)
Choctaw	60	1,833	8,423	37.7 (3,175)	2,617	4.6 (120)	68.9 (1,465)
Benton	66	1,853	7,723	64.8 (5,005)	2,332	4.7 (110)	71.0 (1,229)
Webster	70	1,857	10,580	41.3 (4,370)	3,381	3.5 (117)	66.2 (1,695)
Sharkey	71	1,859	10,738	55.7 (5,981)	3,710	4.9 (183)	69.3 (1,507)
Madison	72	1,862	32,904	36.8 (12,109)	10,638	4.8 (515)	64.3 (4,320)
Leake	77	1,892	18,660	55.7 (10,394)	5,477	4.9 (271)	67.8 (2,941)
Pontotoc	83	1,903	17,232	51.0 (8,788)	5,532	5.6 (311)	66.9 (3,040)
<u>North Carolina</u>							
Greene	9	1,451	16,741	61.9 (10,363)	4,768	5.0 (237)	70.3 (2,444)
Clay	90	1,921	5,526	41.2 (2,277)	1,574	9.8 (154)	70.9 (971)
Tyrrell	92	1,927	4,520	31.9 (1,442)	1,457	7.1 (103)	71.8 (752)
<u>South Carolina</u>							
Williamsbg	24	1,631	40,932	54.9 (22,472)	12,579	3.7 (471)	68.3 (5,433)
Lee	31	1,680	21,832	52.8 (11,527)	6,346	2.3 (145)	68.6 (2,959)
Calhoun	49	1,766	12,256	42.1 (5,160)	3,752	5.6 (210)	68.2 (1,775)
Clarendon	98	1,945	29,490	52.0 (15,335)	9,374	7.5 (701)	66.7 (3,824)

TABLE 1 - Continued.

State and County	Rank	Median Family Income	Population	Rural Farm Per Cent (Absolute No.)	Civilian Labor Force	Unemployed Per Cent (Absolute No.)	Below \$3,000 Per Cent (Absolute No.)
<u>Tennessee</u>							
Fayette	3	\$1,363	24,577	66.8 (16,417)	6,570	3.3 (215)	75.3 (3,744)
Hancock	8	1,442	7,757	77.3 (5,996)	2,055	2.8 (58)	78.0 (1,448)
Jackson	33	1,684	9,233	62.7 (5,789)	3,129	3.7 (116)	75.4 (1,816)
Clay	37	1,704	7,289	56.7 (4,133)	2,416	2.5 (60)	72.4 (1,317)
Haywood	52	1,773	23,393	65.4 (15,299)	7,236	2.8 (200)	68.6 (3,487)
Johnson	54	1,784	10,765	54.8 (5,899)	2,919	6.8 (198)	70.3 (1,886)
Lauderdale	64	1,847	21,844	46.9 (10,245)	6,928	5.9 (407)	68.1 (3,521)
Claiborne	73	1,865	19,067	52.2 (9,953)	5,599	4.9 (275)	69.2 (3,215)
Hardeman	84	1,906	21,517	38.5 (8,284)	5,870	3.8 (221)	65.9 (2,942)
Lake	88	1,916	9,572	46.2 (4,422)	3,012	6.1 (184)	66.8 (1,528)
Fentress	96	1,942	13,288	25.1 (3,335)	3,629	8.4 (305)	69.1 (2,015)
<u>Texas</u>							
Starr	34	1,700	17,137	14.4 (2,468)	4,786	6.9 (328)	71.4 (2,384)
S. Jacinto	44	1,737	6,153	24.5 (1,507)	1,625	4.6 (74)	68.6 (1,061)
Zapata	48	1,766	4,393	5.0 (220)	1,237	8.0 (99)	65.5 (595)
Kenedy	63	1,839	884	53.2 (470)	304	-	71.2 (136)
Houston	80	1,901	19,376	19.8 (3,836)	5,891	4.8 (283)	65.6 (2,960)
Leon	99	1,946	9,951	32.3 (3,214)	3,085	3.5 (107)	66.6 (1,732)
<u>Virginia</u>							
Lee	68	1,856	25,824	35.0 (9,038)	6,323	10.0 (634)	69.1 (4,238)

TABLE 2

GENERAL CHARACTERISTICS OF PUBLIC ASSISTANCE IN THE POOREST COUNTIES
BY STATE

State and County	Total Public Assistance	OAA		AB		APFD		AFDC		MAA		GR	
		Total	Avg.	Total	Avg.	Total	Avg.	Total	Avg.	Total	Avg.	Total	Avg.
2 and 3													
Alabama													
Lowndes	741,406.71	599,942.35	66.91	4,946.00	68.33	41,797.00	44.16	93,840.00	56.37	881.36	0	0	0
Greene	765,757.97	690,439.70	65.26	6,116.00	54.88	37,810.00	44.41	28,733.00	49.55	2,584.27	0	75.00	0
Wilcox	881,604.29	747,884.45	63.72	12,531.00	66.44	49,794.00	41.61	67,378.00	54.04	4,016.84	0	0	0
Bullock	773,311.98	671,307.36	65.77	8,509.00	66.64	47,113.25	44.34	44,711.55	50.99	1,670.82	0	0	0
Sumter	1,107,553.21	945,199.15	66.25	17,538.00	71.32	61,866.00	46.85	79,174.50	51.91	3,775.56	40.00	0	0
Perry	1,025,898.31	862,961.34	65.93	12,314.00	64.11	55,890.00	49.46	87,699.00	51.77	7,033.97	0	0	0
Hale	1,027,697.41	865,375.62	65.92	10,962.00	71.91	46,527.00	47.81	99,796.00	53.59	4,456.79	0	580.00	11.50
Crenshaw	1,179,159.21	969,844.48	74.38	11,332.00	70.93	104,695.50	59.39	90,957.59	49.21	2,279.64	0	50.00	0
2 and 4													
Arkansas													
Newton	527,866.00	311,470.00	77.48	14,075.00	69.00	99,369.00	66.78	82,896.00	71.87	4,608.00	64.00	20,054.00	NA
Lee	1,001,045.00	703,141.00	65.69	32,438.00	73.06	120,729.00	75.08	104,622.00	71.87	21,504.00	64.00	40,108.00	NA
Stone	482,985.00	323,336.00	68.56	28,730.00	72.55	59,323.00	70.62	54,046.00	71.87	13,824.00	64.00	17,547.00	NA
Fulton	519,453.00	401,710.00	63.28	9,856.00	91.26	51,551.00	99.91	36,280.00	71.87	32,256.00	64.00	20,054.00	NA
Sharp	452,256.00	354,918.00	65.87	4,252.00	118.11	47,429.00	79.05	28,106.00	71.87	13,056.00	64.00	17,547.00	NA
Woodruff	753,184.00	536,585.00	70.53	16,145.00	79.14	81,912.00	86.41	90,964.00	71.87	15,360.00	64.00	27,574.00	NA
Lincoln	851,495.00	542,659.00	68.00	24,276.00	80.92	95,143.00	72.08	156,824.00	71.87	19,200.00	64.00	32,588.00	NA
Madison	461,378.00	362,525.00	60.66	8,236.00	62.39	47,294.00	80.43	25,773.00	71.87	22,272.00	64.00	17,547.00	NA
2 and 6													
Georgia													
Webster	84,413.66	62,669.36	60.69	1,731.10	62.18	14,893.20	63.29	5,120.00	89.66	NA	0	0	0
Baker	227,070.29	129,066.10	60.69	5,046.00	62.18	34,895.49	63.29	58,062.70	89.66	NA	0	372.00	31.00
Early	784,715.41	437,775.47	60.69	14,521.53	62.18	138,787.84	63.29	193,258.57	89.66	NA	0	0	0
Taliaferro	183,273.17	121,744.61	60.69	1,694.00	62.18	29,296.56	63.29	30,538.00	89.66	NA	0	147.01	10.50
Burke	914,032.63	624,515.23	60.69	20,679.60	62.18	128,793.81	63.29	139,896.98	89.66	NA	0	0	0
Union	308,436.27	192,370.50	60.69	5,151.00	62.18	45,359.90	63.29	65,554.87	89.66	NA	0	0	0
Calhoun	284,412.73	210,878.84	60.69	10,527.34	62.18	41,846.98	63.29	21,159.57	89.66	NA	0	25.00	25.00
Dooly	483,692.01	295,260.22	60.69	10,971.40	62.18	70,877.69	63.29	106,557.70	89.66	NA	0	1,172.65	20.57
Atkinson	438,400.64	163,806.08	60.69	5,563.06	62.18	93,596.48	63.29	174,262.37	89.66	NA	0	0	0

TABLE 2 - Continued.

State and County	Total Public Assistance	OAA		AB		AFDC		MAA		GR	
		Total	Avg.	Total	Avg.	Total	Avg.	Total	Avg.	Total	Avg.
2 and 7											
Kentucky											
Owsley	339,208.00	171,650.00	64.14	20,186.00	84.11	39,746.00	78.86	91,156.00	32.05	16,468.00	17.59
Breath't	1,400,320.00	558,847.00	65.50	80,193.00	75.94	182,628.00	81.39	546,670.00	30.45	31,980.00	20.19
Wolfe	495,792.00	205,513.00	64.14	14,894.00	65.32	78,037.00	77.42	184,473.00	31.70	12,872.00	15.55
Magoffin	759,123.00	337,688.00	68.47	53,149.00	76.36	86,386.00	80.89	262,699.00	31.68	19,199.00	17.98
Jackson	742,087.00	342,581.00	62.61	25,823.00	76.85	91,837.00	72.20	255,957.00	30.00	25,886.00	20.74
Russell	559,707.00	342,105.00	63.92	13,879.00	82.61	64,487.00	74.64	116,940.00	29.71	22,293.00	22.94
Clinton	627,154.00	313,110.00	68.66	15,145.00	90.15	82,757.00	84.10	198,024.00	32.74	18,117.00	21.88
Knox	1,679,356.00	716,602.00	65.62	57,800.00	81.64	214,246.00	79.35	646,168.00	29.52	44,538.00	20.28
Wayne	787,993.00	447,853.00	65.82	30,587.00	70.80	88,399.00	72.94	201,216.00	30.43	19,936.00	17.49
Menifee	303,814.00	177,730.00	72.60	6,709.00	79.87	45,489.00	90.26	66,691.00	29.56	7,192.00	19.98
Casey	625,666.00	343,117.00	66.65	33,925.00	74.40	70,915.00	83.23	164,925.00	29.30	12,781.00	22.19
Clay	1,615,847.00	553,753.00	66.49	134,176.00	73.56	229,409.00	74.97	661,754.00	28.93	36,753.00	20.69
McCreary	837,731.00	368,518.00	65.20	23,867.00	73.66	91,809.00	75.75	320,754.00	27.58	32,780.00	18.84
Leslie	949,665.00	355,722.00	64.16	67,350.00	71.04	87,403.00	80.93	415,560.00	29.60	23,627.00	17.42
Lee	552,397.00	278,568.00	67.29	24,516.00	72.96	63,316.00	81.17	162,292.00	29.92	23,705.00	18.64
Monroe	722,544.00	409,813.00	74.73	7,167.00	74.66	90,926.00	92.40	192,702.00	34.68	21,934.00	21.25
Knott	1,228,858.00	502,254.00	67.18	45,549.00	77.46	147,526.00	75.89	492,051.00	28.75	41,476.00	20.45
Rockc'le	637,928.00	319,248.00	65.85	12,538.00	69.66	86,082.00	78.83	201,111.00	29.51	18,947.00	17.74
Cumberl'd	565,399.00	254,820.00	69.85	19,001.00	87.97	72,239.00	79.21	199,182.00	33.20	20,155.00	18.26
Metcalfe	334,305.00	203,395.00	69.47	8,492.00	88.46	43,664.00	80.86	71,481.00	30.55	7,270.00	14.42
Robertson	81,110.00	53,073.00	70.20	3,555.00	98.75	7,719.00	71.47	14,162.00	32.78	2,599.00	24.06
Adair	675,003.00	358,367.00	63.81	16,325.00	80.02	84,386.00	79.91	200,152.00	32.70	15,771.00	25.77
Louisiana											
Tensas	1,019,081.20	756,764.80	NA	10,339.00	NA	75,842.85	NA	149,577.30	NA	NA	26,557.25
Mississippi											
Tunica	374,404.40	265,249.40	33.70	15,285.00	39.80	54,366.00	32.83	39,504.00	27.90	NA	0
Jefferson	498,452.68	291,949.68	36.04	23,599.00	43.70	80,364.00	37.84	102,540.00	32.12	NA	0
Holmes	1,235,882.93	721,115.43	35.04	33,868.00	42.12	195,493.00	36.28	272,187.00	29.08	NA	13,219.50
Issaq'na	121,106.98	74,089.98	33.56	2,824.00	39.22	21,881.00	31.99	22,312.00	22.95	NA	0
Carroll	446,506.76	250,954.76	33.51	8,214.00	38.03	93,267.00	36.66	92,271.00	27.36	NA	1,800.00
Kemper	398,304.74	242,056.74	35.51	7,920.00	41.25	88,810.00	37.19	59,018.00	24.35	NA	500.00
Quitman	515,925.66	363,613.66	33.67	17,245.00	41.06	85,453.00	35.78	49,614.00	23.76	NA	0
Humphreys	522,523.05	307,301.05	34.33	15,243.00	38.49	105,472.00	36.47	94,507.00	24.84	NA	0

TABLE 2 - Continued.

State and County	Total Public Assistance	OAA		AB		AFTD		AFDC		MAA		GR	
		Total	Avg.	Total	Avg.	Total	Avg.	Total	Avg.	Total	Avg.	Total	Avg.
Mississippi - Cont'd.													
Tallah'che	799,166.20	529,159.10	36.69	18,818.00	41.27	134,745.00	35.42	112,149.00	27.65	NA	NA	4,295.00	14.04
Claiborne	409,822.17	230,143.17	37.83	9,300.00	40.79	87,022.00	33.89	83,257.00	28.67	NA	NA	100.00	7.69
Noxubee	655,988.00	380,507.00	36.45	17,106.00	43.20	127,386.00	38.05	130,989.00	26.69	NA	NA	0	0
Tate	394,694.45	282,857.45	31.81	12,747.00	37.94	62,926.00	32.98	35,474.00	22.40	NA	NA	690.00	11.13
Bolivar	1,621,960.35	1,056,194.35	36.70	41,680.00	42.36	222,505.00	33.41	301,581.00	25.64	NA	NA	0	0
Jeff. Davis	410,007.99	223,355.99	34.43	4,145.00	31.40	121,287.00	37.43	61,220.00	28.19	NA	NA	0	0
Marshall	543,439.11	343,561.11	33.56	10,463.00	45.89	95,255.00	34.22	94,065.00	29.92	NA	NA	95.00	47.50
Sunflower	1,164,638.95	762,891.95	35.94	34,791.00	38.15	183,224.00	33.27	181,092.00	23.92	NA	NA	2,640.00	15.71
Panola	586,097.84	428,744.42	34.49	11,037.00	41.81	114,529.00	33.14	31,564.00	21.04	NA	NA	223.42	12.41
Choctaw	388,811.76	264,647.76	36.94	8,600.00	35.83	63,843.00	35.47	51,721.00	27.63	NA	NA	0	0
Benton	198,095.60	135,645.60	33.74	4,937.00	45.71	27,989.00	31.95	29,524.00	22.78	NA	NA	0	0
Webster	425,730.54	301,619.74	39.21	7,842.80	40.85	75,582.00	36.83	40,686.00	25.49	NA	NA	0	0
Sharkey	344,677.48	178,197.48	33.90	6,860.00	38.11	71,829.00	32.36	87,356.00	26.38	NA	NA	435.00	29.00
Madison	1,048,705.05	648,540.05	34.67	19,040.00	41.75	166,905.00	35.21	214,220.00	28.20	NA	NA	0	0
Leake	844,694.78	500,693.57	37.79	16,950.21	44.14	168,797.00	36.07	158,254.00	28.30	NA	NA	0	0
Pontotoc	724,022.73	485,222.41	35.91	14,453.32	43.02	161,848.00	37.36	62,499.00	23.78	NA	NA	0	0
North Carolina													
Greene	155,749.80	75,522.00	55.21	NA	NA	42,152.00	50.91	37,667.00	89.68	NA	NA	408.80	17.03
Clay	209,942.00	105,905.00	47.19	NA	NA	41,277.00	49.14	62,750.00	83.00	NA	NA	10.00	NA
Tyrrell	160,914.00	77,422.00	46.08	NA	NA	37,076.00	55.17	46,411.00	84.07	NA	NA	5.00	NA
South Carolina													
Williamsb'g	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Lee	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Calhoun	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Clarendon	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Tennessee 10													
Fayette	488,483.10	272,452.03	61.01	14,947.00	47.19	84,444.28	55.00	92,975.26	98.61	23,664.53	8.61	NA	NA
Hancock	372,497.65	134,715.61	65.86	7,442.27	60.86	53,615.40	60.36	155,249.65	101.50	21,474.72	19.88	NA	NA
Jackson	383,932.76	193,886.78	61.62	8,559.00	54.18	67,950.58	59.29	93,859.09	98.40	19,677.31	10.31	NA	NA
Clay	344,332.78	154,335.76	59.34	6,946.00	49.73	54,930.73	57.30	114,232.27	93.75	13,888.02	9.26	NA	NA
Haywood	517,154.02	252,400.70	62.96	14,008.72	56.25	65,967.17	55.10	161,620.08	111.87	23,157.35	9.23	NA	NA
Johnson	355,912.02	125,851.83	58.99	9,174.00	51.93	47,495.87	51.42	143,021.91	94.59	30,368.41	13.25	NA	NA
Lauderdale	541,910.55	337,555.00	61.33	11,042.40	43.05	63,967.85	56.59	87,594.82	96.40	41,750.48	10.45	NA	NA
Claiborne	733,703.19	253,833.03	62.73	9,825.00	57.88	139,548.68	56.13	293,294.69	92.10	37,201.79	15.12	NA	NA
Hardeman	566,676.17	289,234.28	60.25	6,185.46	62.78	75,039.49	55.70	175,316.65	104.08	20,900.29	11.53	NA	NA

TABLE 2 - Continued.

State and County	Total Public Assistance	OAA		AB		APTD		AFDC		MAA		GR	
		Total	Avg.	Total	Avg.	Total	Avg.	Total	Avg.	Total	Avg.	Total	Avg.
Tennessee - Cont'd.													
Lake	313,044.30	118,226.96	59.81	2,512.00	56.25	51,385.01	55.82	129,874.33	92.99	11,046.00	7.42	NA	NA
Fentress	403,192.03	182,390.40	59.96	8,141.72	47.19	46,258.55	49.95	126,357.38	99.50	40,043.98	11.43	NA	NA
Texas ¹¹													
Starr	757,908.00	517,793.00	58.31	18,814.00	71.27	39,467.00	54.82	181,834.00	89.66			NA	NA
S. Jacinto	543,205.00	429,232.00	55.72	8,392.00	77.70	26,813.00	54.50	78,768.00	85.25			NA	NA
Zappata	184,517.00	160,348.00	59.65	2,537.00	70.47	6,668.00	55.57	14,964.00	103.91			NA	NA
Kenedy	9,515.00	5,030.00	59.88	402.00	33.50	0	0	4,083.00	85.06			NA	NA
Houston	1,208,285.00	1,020,780.00	59.49	21,568.00	66.57	54,412.00	58.89	111,525.00	86.05			NA	NA
Leon	675,963.00	588,165.00	59.63	16,883.00	70.35	33,544.00	58.24	37,371.00	94.37			NA	NA
2 and 12													
Virginia ¹	570,200.00	147,751.00	73.39	9,120.00	NA	110,627.00	77.60	240,150.00	111.94	56,713.00	92.88	5,839.00	53.95
Lee													

EXPLANATORY NOTES FOR TABLE 2

The abbreviations OAA, AB, APTD, AFDC, MAA, and GR stand for Old Age Assistance, Aid to the Blind, Aid to the Permanently and Totally Disabled, Aid to Families with Dependent Children, Medical Assistance to the Aged, and General Relief.

Unavailability of program or data indicated by N/A (not available).

1. State averages given. County averages unavailable.
2. Vendor payments included.
3. Averages approximated from the averages of September, 1966. Totals are those of the year October 1, 1965, to September 30, 1966. Applies to Alabama only.
4. Averages approximated from the number of June, 1966, recipients and the total welfare expenditures of 1966. Applies to Arkansas only.
5. Both total county expenditures and the state average expenditures for the MAA in the Arkansas program were approximated from the state's total June, 1966, MAA recipients, the state's total expenditures for MAA for 1966, and the number of MAA recipients per county in June, 1966.
6. The state averages given for the Georgia programs exclude cancellations and include vendor payments for medical care and cases needing medical care only.
7. Averages for the Kentucky programs were approximated from the average number of recipients per month per county and the total annual expenditures per program per county.
8. Respective county totals in Kentucky do not equal the sum of the program totals due to rounding.
9. Data on AFDC per family was unavailable for Kentucky. Here figures represent AFDC per recipient.
10. Due to the presentation of data in the Tennessee annual welfare report and in order to prevent as much as possible distortion, the total amounts spent in each of Tennessee's counties include vendor payments. The averages for each program do not.
11. Averages for Texas are approximated from the number of August, 1966, recipients and the total welfare expenditures of 1965.
12. Hospitalization of the indigent not included in vendor payments. Hospitalization expenditures amount to approximately 6.6 per cent of the total welfare expenditures of the state.

TABLE 3

FEDERAL SHARE OF TOTAL STATE PUBLIC ASSISTANCE EXPENDITURES

July 1, 1963 through June 30, 1965

State	Federal Medical Percentage	Federal Percentage
Alabama	78.29	65.00
Arkansas	80.00	65.00
Georgia	73.69	65.00
Kentucky	75.27	65.00
Louisiana	73.46	65.00
Mississippi	80.00	65.00
North Carolina	74.99	65.00
South Carolina	80.00	65.00
Tennessee	75.53	65.00
Texas	61.45	61.45
Virginia	65.05	65.00

In brief, these percentages are used as follows in determining the Federal share of assistance:

1. OAA: The Federal Government pays \$29 of the first \$35 of the average monthly grant per recipient. Of the amount in the average grant above \$35 and up to \$70 the Federal Government pays the "Federal percentage". Of the amount in the average grant above \$70 and up to \$85--assuming this amount equals or is less than the average vendor payment for medical care--the Federal Government pays the "Federal medical percentage"; as an alternative to this last provision, however, the State may receive from the Federal Government 15 percent of the average vendor payment for medical care up to \$15.
2. AB: The Federal Government pays \$29 of the first \$35 of the average monthly grant per recipient. Of the amount in the average grant above \$35 and up to \$70 the Federal Government pays the "Federal percentage".
3. APTD: Same as for AB.
4. AABD: If State has chosen the 2-category pattern of administration (Aid to the Aged, Blind, or Disabled and AFDC), the provisions outlined for OAA above apply to AABD.
5. MAA: The Federal Government pays the "Federal medical percentage" of total expenditures under the program, which is limited to vendor payments for medical care.
6. AFDC: The Federal Government pays 14/17ths of the average monthly grant per recipient up to \$17. Of the amount in the average grant above \$17 and up to \$30 the Federal Government pays the "Federal percentage".